DOCUMENT RESUME

ED 082 646 HE 004 672

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TITLE The '60s in Reverse.
INSTITUTION California Univ., Berkeley. Center for Research and Development in Higher Education.
PUB DATE 73
NOTE 4p.
JOURNAL CIT The Research Reporter; v8 n3 p1-4 1973

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS *Adult Education; Collective Bargaining; Educational Administration; *Educational Finance; Educational Objectives; *Educational Planning; *Higher Education; *Statewide Planning

ABSTRACT

Some significant trends in education are being overlooked today that foretell the coming direction of postsecondary education. The first trend includes the proportion of the State budget allocated for higher education in the future, which will be no greater in 1980 than it is now. The major trend that forces less funding is the establishment of a new set of social priorities (health care, common schools, environment, and recreation). Still another trend is the government's policy to reduce dollars for programs that aid institutions and instead give financial aid to students so that they may attend institutions of their choice. The fourth trend indicates that higher education will no longer be a growth industry unless an entirely new constituency can be attracted and unless continuing education becomes an accepted pattern in our society. Perhaps the most important of the major trends is the increasing tendency for those who desire training to attend proprietary and industrial schools rather than traditional colleges, universities, or community colleges. A final trend, collective bargaining, is less clearly established than the others, but it could turn out to be at least as important as any so far mentioned. The cumulative impact of these trends cannot be fully anticipated, but they point directly to greater centralized planning at the state level. (Author/PG)

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The Research Reporter

The Center for Research and Development in Higher Education

UNIVERSITY OF CALIFORNIA, BERKELEY

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ED 082616

HE 004 673

Volume VIII, Number 3, 1973

# The '60s in Reverse

LYMAN A. GLENNY

There are great transitions and upheavals occuring in postsecondary education today, forcing institutions to re-examine existing programs, to reallocate existing resources, and to reassess their relationships to society. At the same time some significant trends are being overlooked which foretell in part the coming direction of postsecondary education. The focus here is on colleges and universities, partly because society seems to expect more from them than they can deliver, and partly because their faculties and administrators seem to be the least informed about the realities and alternatives confronting them.

What are these social and economic trends which have import for postsecondary education?

The first may already have been brought home to most leaders of public colleges. With the exception of a few states, the proportion of the state budget going to higher education will be no greater in 1980 than it is now—whether there are boom times or bad, Republicans or Democrats in office. Most states are already at this funding plateau and others will quickly reach it. If funds increase it will be the result of a larger state income generally and not a larger percentage of the state revenue. In the 1960s enrollment doubled, budgets for higher education tripled, and the portion of the GNP going to higher education increased from one to over two percent. However, in the 1970s, the proportion of the GNP for higher education is no longer increasing.

In a Center study we found that twice as many states had a reduced proportion of the state budget for higher education as states with an increased proportion (Glenny and Kidder, 1973). Nationally, there has been a drop of about one-half of one percentage point.

## NEW SOCIAL PRIORITIES

The major trend which forces less funding growth for higher education is the establishment of a new set of social priorities in which higher education drops to a much lower position than previously held (Evans, 1971). Health care, the common schools, and the environment and recreation, among others, are surfacing as high-priority concerns in the legislatures of nearly every state. Unless some national catastrophe occurs for which higher education is believed to be the principal salvation, colleges and universities will not regain their favored position of the 1960s—at least not during the next 20 years. The exceptional states are likely to be those with college-going rates well below the national average, especially for minority students, or states which have an extraordinary economic growth pattern.

The promise of federal aid in substantial amounts to promote higher education (rather than research) has been advanced for 15 or 20 years. Such money, in anything like the sums desired or anticipated, will probably not materialize. A 1972 Brookings Institution report prepared by Charles L. Schultze, *et al.*, indicates that in past peacetime years, economic growth always has generated a sufficient increase in tax revenues to cover increasing government costs; but that this is not the case now.

The Brookings' report also predicts that the national debt will increase from $15 to $20 billion per year until 1975, even if the country achieves full-employment prosperity. Revenues, the report says, will catch up in 1977 *if no new spending programs are started*. Both the President and Congress recognize that if inflation is to be controlled and the dollar stabilized on the international market, spending must be held to something like the budget ceilings already agreed upon.

## GOVERNMENT SUPPORT TO STUDENTS

Still another trend is the federal government's policy to reduce the number and volume of dollars for categorical programs which aid institutions (especially those with research functions) and instead give financial aid to students so that they may attend institutions of their choice. The

### NATIONAL FORUM

The National Forum on New Planning and Management Practices will be held at the Chicago Hyatt Regency on November 14-16, 1973. The theme of the Forum will be "The Information Impact: Collision with Tradition" Shifting Levels of Decision Making in Post-Secondary Education. CRDHE is a cosponsor of the forum and members are encouraged to attend. Additional information on the Forum will be sent out soon.

federal student-aid programs provide students with the right to receive financial aid even if they attend proprietary, trade, or technical schools. This radical departure from recent federal policy has great import for the further redistribution of students away from college-type institutions. Frank Newman, a member of an advisory panel to HEW, has recommended the same policy for support of graduate education, i.e., support the student, not the institution (1973).

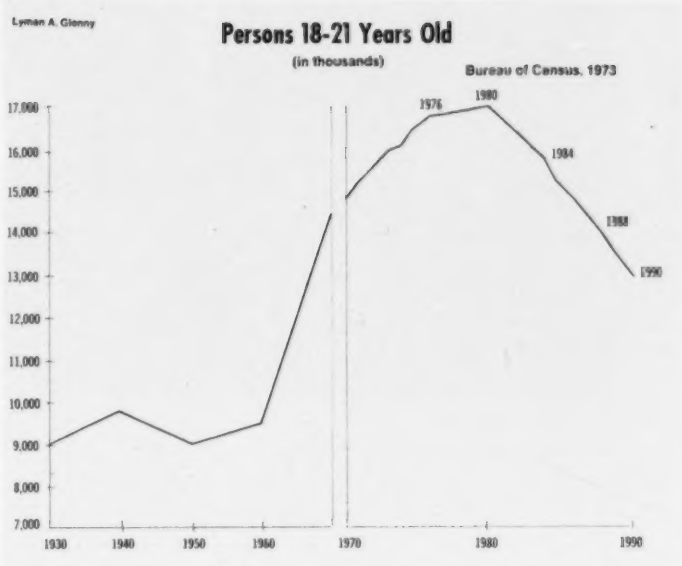
The federal government's opening up of a free market to students has a counterpart for potential policy at the state level. Several governors, including those in Ohio and Georgia, have made formal proposals that students pay back to the state the full costs of their college education. Consulting firms are recommending similar plans in other states. While these proposals have not yet been adopted, they do indicate a trend.

Pressure from private colleges to increase the tuitions in public colleges and universities to competitive levels also contributes to an open market. As this open-market trend continues to gain momentum, students will examine even more closely their personal costs in tuition and foregone income, and will select schools which they deem most economical and most appropriate for their needs.

## THE NATIONAL STATE OF AFFAIRS

A fourth trend indicates that higher education will no longer be a growth industry unless an entirely new constituency can be attracted and unless continuing education becomes an accepted pattern in our society. Following are some facts about the national state of affairs:

- The actual number of five-year-olds dropped 15 percent between 1960 and 1970. These are the college youth of 1970 and beyond (U.S. Department of Commerce, Bureau of the Census, 1972).
- The actual number of births dropped three percent between 1970 and 1971 and nine percent between 1971 and 1972. These are the potential freshmen of 1988 and 1990 (HEW, Public Health Service, 1972).
- The nation's birthrate is at its lowest point in history, at a rate below zero-population growth, and it has not yet stabilized at that rate (*Oakland Tribune*, 1973).
- The proportion of all males 18 to 19 years of age who are in college has dropped to the level it was back in 1962, down to 37.6 percent from a high in 1969 of 44 percent (*Chronicle of Higher Education*, 1973a). This drop can be attributed only partly to the ending of the draft, since the trend downward started at least two years before resolution of the draft issue.




- The proportion of males 20 to 21 years of age in college has dropped from a high of 44.7 percent in 1969 to 36 percent in 1972, almost 9 percentage points less (*Chronicle of Higher Education*, 1973a).
- Women in the 18 to 19 age group leveled off at about 34 percent in 1969 and those in the 20 to 21 age group seemed to have leveled at 25 percent in the past two years (*Chronicle of Higher Education*, 1973a). This occurs despite the ostensible efforts of colleges and universities to increase the proportion of women going to college.
- In the fall of 1972, the four-year colleges and universities lost about 1½ percent in the first-time freshman enrollment, while the community colleges increased less than 2 percent (ACE, 1973a).
- In the past two years, 85 percent of all the increase in the number of first-time students entered the community colleges (ACE, 1973b).
- The Census Bureau estimates a sharp drop in the number of college-age youth after 1982, almost paralleling the sharp rises during the 1960s (U.S. Department of Commerce, Bureau of the Census, 1972). My own estimate, based on the Census Bureau projections and the data on live births of the U.S. Public Health Service, is that by 1991 we will have about the same number of college-age youth as we had back in 1965 and 1966. Although the U.S. Bureau of the Census, the Carnegie Commission, and the U.S. Office of Education all project an increase in this age group after 1990, there is no actual evidence to support this assumption. Unless the number of live births begins to show an increase this year or next, the projected number of college-age youth will of necessity show further declines after 1990.
- Some colleges and universities are now advertising their programs and services in newspapers and on TV and radio in order to attract students, a feature characteristic of proprietary schools but not thought to be in good taste for colleges.

These facts, individually and collectively, indicate that institutional competition for students will increase to levels of intensity bordering on the rapacious. Some institutions—both public and private—will no doubt be forced out of business. Others will be reduced in size to less than half of current enrollments.

## New Publication

**Educational Characteristics and Needs of New Students: A Review of the Literature** **$3.50**

*Klingelhofer, E.L., & Hollander, L.*

This one of a kind book is the only extant critical assessment of the literature about students new to higher education published between 1960-1971. It covers the major problems, issues, and controversies with which the research of this period was concerned. It is hoped that the topics contained in this volume will suggest ideas for education programs, services, and tactics that will respond efficiently and sensitively to the needs of the new student.

## NONTRADITIONAL AND NONINSTITUTIONAL EDUCATION

Perhaps the most important of the major trends, and one largely ignored, is the increasing tendency for those who desire training in a variety of skills or in career education to attend proprietary and industrial schools rather than traditional colleges, universities, and community colleges. The Educational Policy Research Center at Syracuse (Moses, 1970) reports that the rate of increase in enrollment in these so-called "peripheral" institutions has been greater than in higher institutions, and in the future it will be much greater. IBM, General Electric, and other corporations now offer bachelor's degrees and the Arthur D. Little firm has just received authorization by the state of Massachusetts to offer a master's degree in management (*Chronicle of Higher Education*, 1973b). The National Center for Educational Statistics is gathering data which indicate enrollments in profitmaking institutions are now well over two million persons. This rapidly growing sector of postsecondary education parallels the increases in enrollment in adult and continuing education in all types of institutions. There are now about 12 or 13 million persons in some kind of adult education program (ACE, 1972). While research data are scarce, the enrollment slowdown in traditional colleges and universities appears to correlate with the amount of emphasis which an institution places on the liberal arts. The shift is toward occupational and career training rather than liberal education. The institutions responding most readily to this shift in goals continue to increase their enrollments.

Moreover, many persons who don't wish to attend classes on any campus have many new noninstitutional means of acquiring technical and occupational training, as well as a liberal arts education. The external degree, the university without walls, closed-circuit TV, and the videotape cassette will have major influences on how both adults and college-age youth obtain education and training for the future. Certainly, many students now opting for the short technical program for job-entry training may later wish to be retrained or take liberal arts or general education courses. But to do so they probably will not need, and may not desire, to attend a traditional college or university, or a proprietary school.

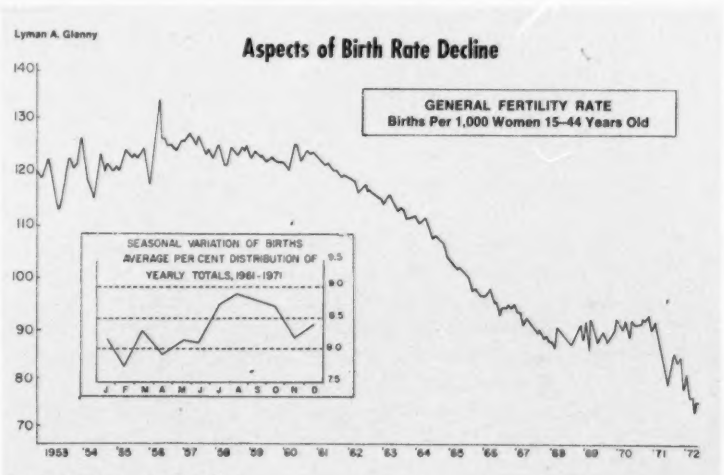
Increasingly, too, the college degree will be considered less important as certification for particular competencies. External agencies may do much more certifying than in the past and traditional postsecondary institutions may be certifying particular skills or knowledge packages with or without accompanying degrees. The degree itself may come to mean little as a person acquires a series of lesser certificates which indicate his specific capability to conduct certain kinds of tasks. This condition will be reenforced by the prediction of the U.S. Department of Labor that only 20 percent of all jobs in the 1970s will require college training (ACE, 1972). In the face of this oft-repeated forecast, about 50 percent of high school graduates are going on to college; some with education as a goal, but many seeking a career opportunity.

## TREND TOWARD UNIONISM

A final trend relates to collective bargaining by faculty. The trend is less clearly established than the others, but it could turn out to be at least as important for higher institutions as any so far mentioned. It can have substantial influence on the autonomy of the institution and on the rational development of postsecondary education.

Today, it is difficult to keep track of the changing power relationships among faculty, students, administrators, and board members. Yet the future is likely to make the shares of power and the roles of each group much clearer, primarily as a result of faculty unionism and collective bargaining. Contracts will not only reassure a threatened faculty about possible loss of tenure, but will cover working conditions, teaching loads, advising, independent study, and even the curriculum and hours taught. The trade unions have repeatedly shown that once bargaining starts, regardless of rules and laws to the contrary, anything and everything is negotiable (Nigro, 1972). The new power relationships will be contractual, and such union contracts will be made with state-level officials. Powers eventually left for the president and his staff could be almost purely ministerial—to carry out contract provisions. The overall trends resulting from unionism will be conserving ones: faculty will protect themselves, more rigidities will confront both administrators and faculty members, and due process provisions of many kinds will be carefully followed. What will be greatly impaired will be change, flexibility, and adaptability, which all of the trends previously mentioned will demand of a collegiate institution successfully responding to the imperative demands of the 1970s and 1980s.

In the face of these trends, several of which are radical departures from the recent past, how do the institutions of higher education and their faculties respond? For the most part, faculties—and to a lesser extent administrators and board members—still believe we are in a *temporary* setback and that with a change in political parties at the state or national level things will return to the normal of the 1960s. We still find the 1960s phenomena of the junior colleges in the South trying to become four-year colleges, and all over the nation the four-year college a university, and the university a comprehensive graduate research center. Almost all institutions try to obtain as many students as possible, since size represents a measure of "success" and is also the basis for budget increases. Almost invariably, the public institution's projections of enrollment, if aggregated for the state, show future enrollments greater than the total number of college-age youth. Pointing out the above trends to college and university leaders almost always results in a response of outright antagonism—not because they believe the trends to be invalidly interpreted, but because of the fear that if public policymakers




from Road Maps of Industry, The Conference Board, Sept. 1, 1972

accept them as reality their institutional goals are almost certain to be thwarted.

## REEVALUATION NECESSARY

To summarize this point, the time has come when staffs of colleges and universities, along with state planners, must reevaluate institutional roles and functions. All must realize that each institution can educate only those students for which the institution has unique capabilities. The idea must be relinquished that what faculties desire for themselves in terms of security, courses, and programs is necessarily most beneficial to both students and society. Not all students want liberal arts courses or bachelors degrees, nor do they wish to be treated as second-class citizens because they reject the academic and intellectual life.

Amitai Etzioni, Director of the Center for Policy Research at Columbia, recently wrote that:

> What is becoming increasingly apparent is that to solve social problems by changing people is more expensive and usually less productive than approaches that accept people as they are and seek to mend not them but the circumstances around them [1972].

Our trends indicate that young people are not going to be "mended" by colleges and universities and, rather than being stitched and laced with liberal arts, are turning to institutions whose programs are more responsive to their needs.

But all higher institutions are not as sanguine as the majority. Indeed, some major systems of higher institutions are reevaluating their roles and functions and revising their courses and curriculums to respond to the new situation.

State colleges are beginning to offer more two-year and career programs, junior colleges are revising curriculums to delete some of the liberal arts courses and to offer more short, updated, and retraining courses in technical and business fields. Universities are extending themselves out into communities to meet the needs of adults for continuing education and refresher courses in professional fields.

Nevertheless, these trends and conditions point directly to an increasing reliance on greater centralized planning, with the major chore resting squarely on state-level policy planners. Each public, private, and proprietary institution must be considered one in a web of many different types of institutions making up the mosaic of postsecondary education.

The cumulative impact of the trends previously cited cannot be fully anticipated. But it is safe to assume that no major institutionalized segment of postsecondary education will be left out of the planning as in the past (e.g., private colleges and proprietary schools). Fortunately for students of all ages, the parochial interests of single segments of education must give way to a more cosmic view.

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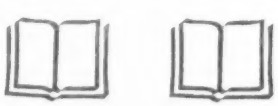

**Title Changes for Two Fall Books**
**(announced in last issue—Vol. VIII, No. 2)**

*Old title:* The State: Its Government and University

*New title:* **Public Universities, State Agencies, and the Law: Constitutional Autonomy in Decline.** by *Glenny, L.A., & Daglish, T.K.* $3.50

*Old title:* Collegiate Decisionmaking and Effectiveness: A Conceptual Framework and Set of Propositions

*New title:* **The Compound System: A Conceptual Framework for Effective Decisionmaking in Colleges.** by *Helsabeck, R.E.* $3.00

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